



# Revitalizing Public Trust through Efficient Complaint Management: A Comprehensive Study on the Impact and Effectiveness of Public Complaint Management System in Malaysia

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## Abstract

The topic of complaint management is receiving more and more attention in both practise and research, particularly the public complaint. Service delivery that meets the needs of its customers has become one important indicator that determines the quality of governments' services. This paper presents an analysis of public complaint managed by the Public Complaint Bureau (PCB) of Malaysia; a specialised body that handles public complaints. This paper aims to analyse the effectiveness of complaint management system in managing public complaint and provide recommendations. Through this analysis, the performance of PCB has showed significant role in managing public complaint through the continuous improvement of complaint management system to achieve improved service delivery.

**Keywords:** complaint management, public complaint, public service delivery

## 1 Introduction

Nowadays complaints about service delivery are common (Wukich, 2022) because public service has a central role in many aspects of human life, and also as the functions in maintaining the existence and growth of the community, the nation and the state (Yusof, 2021). A complaint is a negative expression of dissatisfied about a product or service and complaint management is the process and procedure where problems are systematically handled which involves the receiving, inquiry, resolution and prevention of complaints and recovery of the complainant (Barlow & Moller, 2008; Kumar & Kaur, 2020; Ombudsman Western Australia, 2020).

Most complaints or grievances appear because people suffer inappropriate treatment, inconsistencies, misleading information or guidance, unclear procedures, or injustices when they deal

with public officials (Harijanti, 2020). Dissatisfaction and potential complaints emerge when customer expectations and actual experiences differ (Oly Ndubisi & Yin Ling, 2006). Due to this, inefficient complaint handling procedures could bring negative impact on customer satisfaction and affect the customer and organisation relationship because complaint dissatisfaction is interrelated to the customer’s assessment of the company’ response to their complaint. If expectations are exceeded, complaint satisfaction occurs. Therefore, for the provision of good public services, an efficient mechanism for resolving complaints is essential. Hence, governments periodically work to increase the effectiveness and efficiency of their service delivery.

In Malaysia, Public Complaint Bureau (PCB) is a dedicated agency mandated to handle public complaints. Established in 1971, PCB specifically deals with complaints made by citizens against the civil service. PCB investigates complaints towards any administrative government action that is deemed to be unfair action, failure to enforce laws and regulations, abuses of power, misconduct of civil servants, delay or non-delivery of services, lack of public facilities and other inefficiencies. Among the PCB objectives are to provide and improve the facility of making complaints, to take measures to increase resolution rate, identifying issues that can be the cause of complaints, getting feedback from the public to improve the public service delivery system and providing advisory services to government agencies for an effective complaint handling. Thus, PCB, is an important agency in providing information and feedback to the government on the civil service delivery system.

In addition, there are three (3) essential steps to effective complaint handling system according to the Guidelines to Effective Handling of Complaints Made to Your Organisation published by the Ombudsman Western Australia in September 2020 (Ombudsman Western Australia, 2020) and these are shown on Figure 1. PCB comply with this requirement, mainly the Step 1 by providing multiple channels for the public to lodge complaints which are (i) online form, (ii) mobile application, (iii) Malaysia Government Call Centre, (iv) Email, (v) Walk-in, (vi) Telephone, (vii) Letter/Fax.

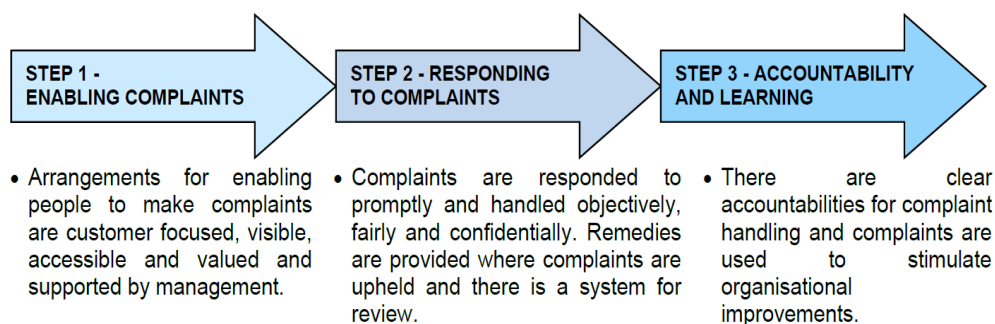


Figure 1 - Effective complaint handling systems

As for the Step 2, for complaints to be responded promptly, all complaints were divided into two tiers, Tier-1, and Tier-2. Tier-1 is complaints that have not been submitted by the complainant to the relevant agency, while Tier-2 is complaints that have been submitted by the complainant to the relevant agency. Based on the tier types, these complaints were then identified as Normal or Complex case. Normal case is complaint that is resolved within 15 working days, and it is used as a key performance indicator for PCB to improve complaint resolution time. Complaints that are classified as complex is set to be resolved within 16 days to 365 days.

Finally for Step 3, PCB had taken necessary actions to ensure continuous improvement in its service delivery. PCB had developed a web-based complaint management system in 2007. The system was further enhanced in 2009, 2014 and recently in 2022. Facilitated by the latest technology, the system is part of the government's ongoing efforts to improve the quality of service and delivery from time to time. The system can speed up and simplify the process of delivering complaint and feedback to government agencies because it is accessible online at any time. The system also eases the public to monitor and get fast responses from respective ministries or agencies of their complaint status. In the context of improving complaint channel and in line with the current technology, PCB also had developed a mobile application for public to make complaints and provide feedback about the government service delivery. The mobile application version 1 was first introduced in 2016. It was later rebranded to version 2 which is more interactive and allows citizens to submit their complaints and feedback directly to government agencies where this complaints data was also integrated with the existing complaint management system.

As a result, the PCB is committed to effective complaint handling and values feedback through complaints as there are clearly established accountabilities for complaint handling and continuous improvement opportunities are identified and implemented. Therefore, complaint management becomes a strong instrument for the government, mainly PCB to use in handling public complaints towards better service delivery and improve its reputation that strengthen public confidence (Mantaring et al., 2019; Ombudsman Western Australia, 2020).

## 2 Objective

The aim of this paper is to provide discussions and analysis about the public complaint managed by the PCB, a complaint handling institution in the public sector. The lack of available literature contextualized in the local setting prompted the researcher to assess and review the effectiveness adapted to handle complaints by the PCB. This academic paper adds literature on the subject matter.

Before discussing the context of public complaint management in Malaysia, it is important to highlight the historical background of the establishment of PCB dealing with public complaints in Section 3. Section 4 explains methodology used in producing this study followed by Section 5 that provides analysis of the public complaint. Section 6 explains on the discussion and finally Section 7 provides conclusion.

## 3 Literature Review

The effectiveness of the complaint management system emerge as a crucial factor of the organization's competitive position (Kumar & Kaur, 2020), and practitioners. Government needs to see complaint as an opportunity to improve services and to consider a complaint as a gift. If every complaint is treated as a gift, it will be handled and resolved positively and sincerely, full of empathy with an intention to facilitate the public (Public Complaint Bureau, 2020). Moreover, if management of public complaints is made as a strategic core in the delivery system of the government, public services will be even better, and the number of complaints received will decrease. This is because the number of complaints received is a sign of whether the customer is satisfied or otherwise with the quality and effectiveness of the service provided to them. Hence, having a customer focused system that is visible

and accessible, with a demonstrated commitment from the organisation's management is essential in an effective complaint handling system.

Ensuring that public service complaints are handled effectively, and rights of redress upheld is an integral feature of good governance and effective service delivery. Therefore, in terms of governance, PCB is responsible for reporting the results of complaint investigations to the Public Complaints Permanent Committee (PCPC) (Public Complaint Bureau, 2022). The committee is chaired by Chief Secretary to the government. The decision from this committee will then be communicated to the relevant Ministry, Federal Department, Federal Statutory Body, Local Authority or Agency for corrective action. The PCB also monitors corrective actions taken by the relevant parties and later to provide feedback to the PCPC.

In Malaysia, all complaints are centred through PCB, which was setup in 1971, under the Prime Minister's Department. Even though there is a common argument in the efficiency analysis arguing that it is evidently hard to measure the efficiency performances of public sector organizations due to the fact that public sector produces goods that are provided free at the point of use (Erkoc, 2017), public agencies are built up with the essential target of meeting the needs of the people and country. To accomplish this target, a high-quality public service delivery system is required for effective government policies to be implemented (Alias et al., 2019).

## 4 Methodology

To analyse the effectiveness of government service delivery, specifically on how complaint is managed, the quantitative research design was used using secondary data. Data was retrieved and downloaded from PCB website (<https://www.pcb.gov.my>) that provides public access to the annual reports. The annual reports data were limited to the year between 2016 and 2021. The individual data from the annual reports were entered onto a Microsoft Excel spreadsheet file. Descriptive data was presented by frequency and percentage. Furthermore, discussion with key officers of Complaint Management Unit in PCB was also held pertaining to this study. From the annual reports, complaints reported were further analysed to provide insight of the public complaints trend.

## 5 Analysis

### Statistics of Public Complaint from the Year 2016 to Year 2021

Figure 2 shows the total number of complaints per year.

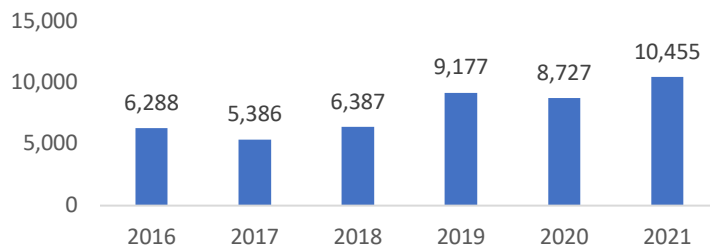


Figure 2 – Total Number of Complaints Per Year

Figure 3 represents number of complaints received against complaints resolved.

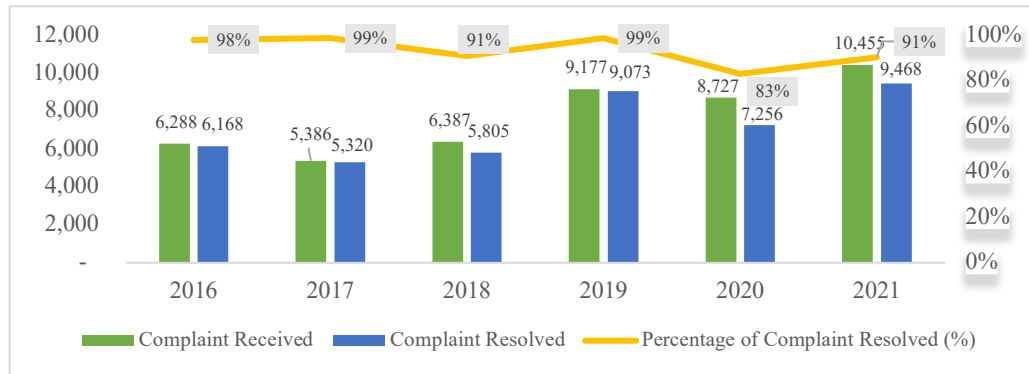


Figure 3 – Number of Complaints Received Compared to Complaints Resolved

Based on the percentage of complaints resolved, Complaint Resolution Rate for Normal Category which refers to complaints resolved within 15 working days is plotted as in Figure 4.

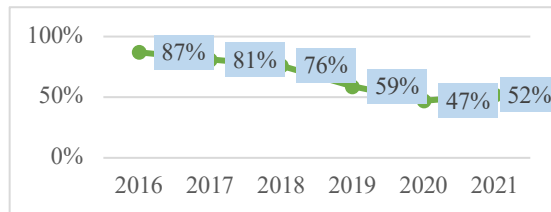


Figure 4 – Complaint Resolution Rate for Normal Category (within 15 working days)

For the year of 2016 to 2018, the Level of Complaint was classified as Easy and Moderate. Beginning the year 2019, the classification was revised to Tier-1 and Tier-2. These categories are reported in Figure 5 and Figure 6.

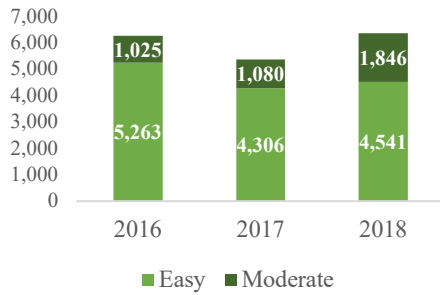


Figure 5 – Level of Complaint Categories

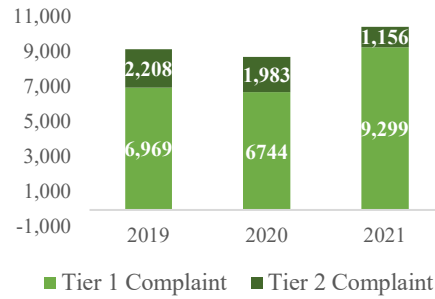


Figure 6 – Level of Complaint Categories by Tier

- Tier-1 is fresh complaints that were never reported.
- Tier-2 is complaints that have been reported.

Figure 7 represents Customer Satisfaction Index (CSI) for the year 2016 to year 2021.

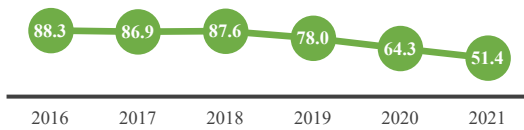


Figure 7 – Percentage of Customer Satisfaction Index (CSI)

### Channels to Lodge Complaint

There are several channels the public can use to lodge complaint and the most used channels are shown in Figure 8.

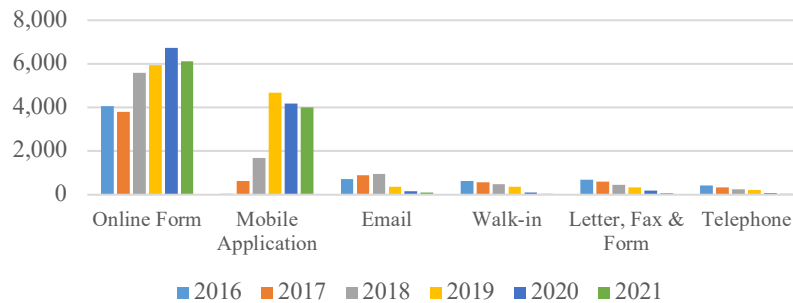


Figure 8 – Most Used Channels to Lodge Complaint

### Categorisation of Complaints

All complaints received were identified into several categories. The top 10 complaint categories were presented in Figure 9.

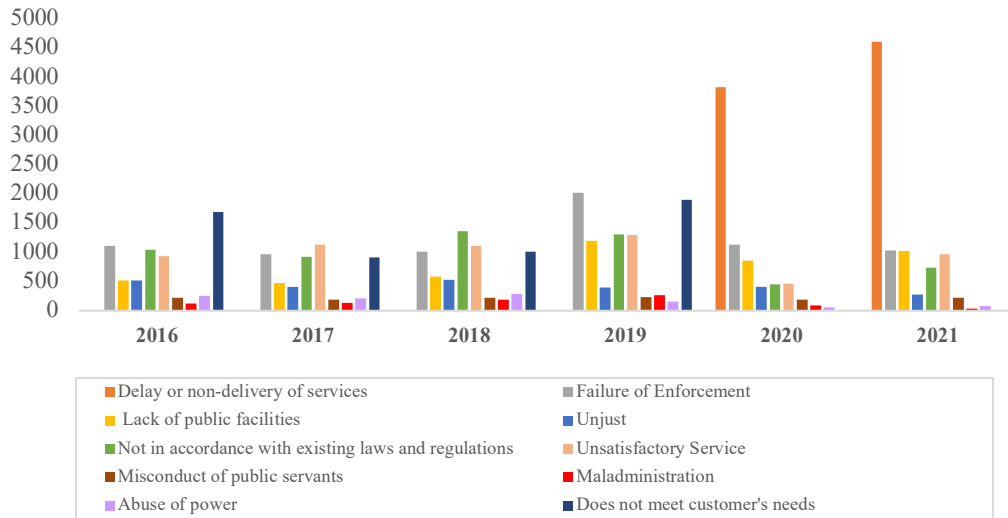


Figure 9 – Graph of Top 10 Complaint Categories

### Complaints Received by Ministries

Yearly statistics of top three ministries that received the most complaints are shown in Figure 10.

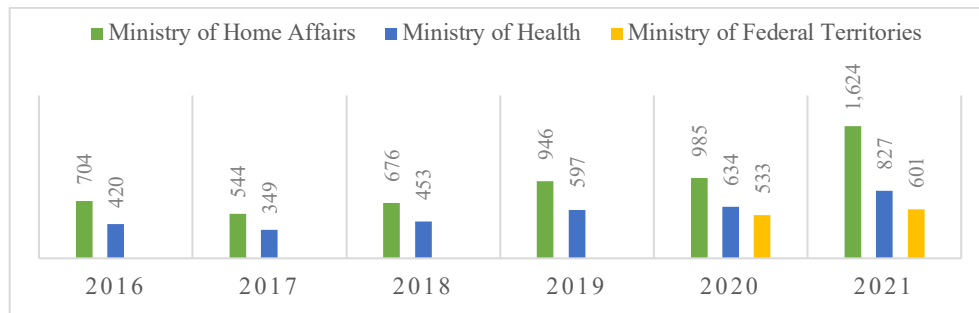


Figure 10 – Top Three Ministries Received the Most Public Complaints by Year

### Number of Mobile Applications Download

Figure 11 represents number of mobile applications downloaded from the year 2017 to year 2021. Information on number of downloads was not reported in the 2018 Annual Report.

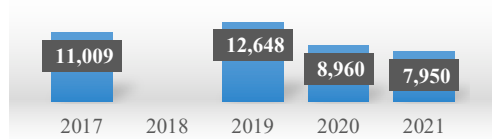


Figure 11 – Mobile Applications Downloaded per Year

## 6 Discussion

Analysis on Figure 2 shows an increasing trend of complaints made by the public from the year 2016 to year 2021. High increase was reported in year 2019 and year 2021. Possible reason caused to the increase in year 2019 would be from the mobile application that was rebranded in 2019 which had contributed to the increase of public complaint through multiple channels, and in this case is complaint via the mobile application. This is in line with previous findings reported by Frassetto et al. (2019) where digital technologies increased the choice of complaint channels and heightened the importance of customer complaint behaviour (Frassetto et al., 2019). Additionally, the increase in 2021 was possibly caused by the struck of Covid-19 pandemic that had caused the high volume of complaints from the public, remarkably complaints made to the Ministry of Health (MOH).

Referring to Figure 3, percentage of complaints resolved is at an average of 93% from year 2016 to year 2021. This is caused by the increasing of Tier-1 complaints where complaints were first-time submitted to BPA without the complainant first making a complaint to the respective ministry or agency being complained about. This is due to the silence and slow response from the ministries and agencies that cause people to choose to channel complaints directly to the Public Complaints Bureau. Minister in the Prime Minister's Department (Law and Institutional Reform) Datuk Seri Azalina Othman Said quoted in the recent interview that the people were displeased with the ministries and agencies' internal complaints mechanism, and many lamented their complaints were taken lightly or not addressed to at all (Riduan, 2023)

Based on the percentage of complaints resolved, Complaints Resolution Rate for Normal Category which refers to complaints resolved within 15 working days is at a declining trend (Figure 4), however, shows a little increase in the year 2021. This is in contrast with the percentage of resolution rate which is recorded more than 90% complaints resolved yearly, except for the year 2020 that recorded 83%. This trend could be an indication that the challenge in managing public complaint is increasing and demand more attention from the government. It is because longer time is required to resolve a normal complaint.

According to guidelines for effective handling of complaint, complaints should be dealt with promptly, courteously and in accordance with their urgency (Ombudsman Western Australia, 2020). Therefore, a good complaints management system is crucial to channel complaints to the right agencies, and to forward them to a higher authority when the issue cannot be resolved by the first responders (Lee & Hur, 2019). This coincides with the current practice of PCB in reporting complaints, especially a high-impact complaints to the PCPC chaired by the Chief Secretary on a regular basis.



From the year 2016 to 2018, classification was made based on two levels, whether they are Easy or Moderate (Figure 5). Record shows that Easy complaint contributed the most at an average of 78%. Beginning 2019, it was categorised as a Tier-1 and Tier-2 (Figure 6) where Tier-1 refers to fresh complaint that was never reported and Tier-2 is category of complaint that has been reported. Tier-1 complaints are much higher at an average of 81% compared to Tier-2. The change in the classification signifies a new way in handling public complaint. The new categorisation is crucial to monitor repetitive complaint and to prioritise in making sure that the most urgent complaints are tended to. Without analysing and acting on all available complaint data, to identify and mitigate the underlying problem, there is a risk that the same problems will continue to surface and negatively impact the government service delivery (Duan et al., 2023). Subsequently, Figure 7 shows CSI that is at a declining trend. This CSI report is correlates with the percentage of complaints resolved where the CSI is low when the complaint resolution rate is low.

Figure 8 represents information on most channels used to lodge complaint. Two complaint channels namely the online form and the mobile application remain as the main channels for the public to submit complaint compared to other channels such as email and telephone. This is supported by previous findings that public services need to be integrated so that the users can use them effectively, efficiently, and functionally (Rachmawati et al., 2022). Using information and communication technology (ICT) systems improve the operation and integration inside and among the parties in the government. This reduce bureaucracy as the reported problems will be addressed by the respective government agencies accordingly (Peng et al., 2022). As such, it increases the public confidence in using online services provided by the government.

However, PCB should consider accepting public complaints made via social media in order to have a hybrid of structured and unstructured data to gather feedback as to avoid organisational bias (Catlin, 2019). Organisational bias can have a negative impact on workplace culture because they rely heavily on structured data to gather feedback about their organisations. As a result, structured data leads to biasness because it gathers, categorizes, and quantifies information in very specific ways and fail to account for the subtle ways that bias can present itself (Joncour, 2022). This is supported by a report from the International Data Corporation (IDC) in 2019 that the majority of data growth (estimated around 80–90%) is associated with unstructured data and failure to capitalize on the large amounts of this unstructured data will cause PCB to get into this biasness issue (Goodwin, 2019).

Figure 9 represents that Delay or Non-delivery of Services become the top complaint category reported starting the year 2020, whereas Failure of Enforcement, Does Not Meet Customer's Need, Not in Accordance with Existing Laws and Regulations and Unsatisfactory Service were the top categories in the previous years. This reveals that the public is expecting the government to deliver and at the same time demand a fast service. With the progressive development of ICT and the digital transformation of operations, it have changed every aspect of people's lives, social needs, as well as communication strategies with the government (Duan et al., 2023; Lee & Hur, 2019).

Based on yearly statistics of the top three ministries that received the highest number of complaints yearly (Figure 10), Ministry of Home Affairs received the highest number of complaints with a remarkable increase in the year 2021. This undoubtedly related to the roles and functions of the ministry amongst with related to public security, law enforcement, population registry and immigration, predominantly during the Covid-19 pandemic. Ministry of Health however did not record a significant increase yearly except for the year 2021.

Lastly, number of mobile applications downloaded is decreasing yearly as shown in Figure 11. Despite effort taken to rebrand the mobile application in year 2019 and the mobile application being

among the two favourite channels used to lodge complaint, it does not create interest for the public to download and uses this mobile application. This is supported by previous report where perceive usefulness of using mobile application is very much dependent on the features that they perceived as ease of use and helpful. If the application is lack of usefulness, they will not use it. Appropriate measures for increasing the usage of mobile applications by enhancing the existing functionality and quality of mobile applications, and to identify areas for further improvement would benefit the government and mobile application developers for future enhancement (Lev-On & Rosenberg, 2021; Yap et al., 2019).

## 7 Conclusions

The analysis of PCB Annual Reports on public complaint management reveals a significant and continuous efforts taken by PCB in handling public complaint. It is in line with the objective of this paper which to examine the effectiveness of public complaint management system in managing public complaint. It also highlights the importance of trust-building in governance by improving public service delivery through efficient complaint management and emphasizes the need for a comprehensive study that evaluates the impact and effectiveness of complaint management system. Despite the continuous effort that has been taken by PCB in enhancing the complaint management system, the usage of the system is not mandatory to ministries or government agencies. They are encouraged to utilise the system as a single platform to collate public complaints. As of now, 80% of ministries and government agencies have utilised the system and PCB is determined to achieve 100% of its utilisation in the future.

In general, PCB has plays it roles in managing public complaints and provide facilities for the public to make complaints. PCB will continue to provide innovation in complaint management to serve the public and achieve improved service delivery. However, the decision of not making it compulsory for the ministries and government agencies to use the system has caused inconsistency in providing the real results towards public complaints mainly because PCB do not have the same force of law compared to powers conferred under an Act or Legislation duly passed by Parliament. PCB power is only governed by Official Circulars. Nevertheless, its effectiveness is seen by the increasing complaints lodged and the high rates of solving these complaints.

Therefore, Ombudsman Malaysia will be established to replace the PCB (Harun & Sallehuddin, 2023; Teo, 2023; Thye, 2023). The drafting of the Malaysian Ombudsman Bill is in line with national policy goals as outlined in the National Anti-Corruption Plan (NACP) 2019 to 2023 which recommends transforming the Public Complaints Bureau (BPA) into a Malaysian Ombudsman Institution (Public Complaint Bureau, 2022). Ombudsman Malaysia is an elevation of PCB's status to make it more independent and efficient (Daud, 2019). Moreover, the ombudsman needs to be equipped with real teeth to initiate investigations and enforce remedial actions (Teo, 2023). The ombudsman will be empowered by The Ombudsman Act, which is expected to be tabled in Parliament soon to play a more effective role in addressing a wide range of public complaints.(Harun & Sallehuddin, 2023). The Ombudsman Malaysia 2023 Bill is scheduled to be tabled in the Parliament in October (Annuar, 2023).

Future study is crucial that will lead to novel insights and potential improvements in public complaint management systems in Malaysia and beyond. This is because the management of public complaints is seen as very significant in ensuring efficient and effective delivery of public services where PCB has taken strategic steps to ensure that the management of public complaints is in line with

the 16th main goal (Peace, Justice and Strong Institutions) in the Sustainable Development Goals (SDG) 2030 which emphasizes the importance of governance reform and public service efficiency (Public Complaint Bureau, 2022).

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